

**Source Selection Statement for the  
Business Management Services (BMS) Contract  
(Solicitation Number NNJ15554115R)**

On May 4, 2016, I met with members of the Streamlined Procurement Team (SLPT) appointed to evaluate the proposals for the Business Management Services (BMS) contract under Solicitation Number NNJ15554115R along with other senior officials of the National Aeronautics and Space Administration's (NASA's) Johnson Space Center (JSC). I did not make a final decision at this meeting. Following the meeting, I requested to meet with a smaller group of JSC senior officials to further discuss the information presented and then made my selection.

**BACKGROUND**

The BMS contract is an 8(a) small business set-aside. The BMS contract is an Indefinite-Delivery/Indefinite-Quantity (IDIQ) contract with Firm-Fixed-Price Task Orders and a Firm-Fixed-Price phase-in period. This contract will provide services to the Office of the Chief Financial Officer (OCFO), the Office of Procurement (OP) and other NASA entities. This contract will provide program management, resources management, assessment, accounting, data management to include data entry, data analysis, data integration and reporting, contract pre-award and post-award functions, administration of the JSC Bankcard, and other general business support. Performance will occur at JSC and at NASA operations at Ellington Field and Sonny Carter Training Facility, all located in Houston, Texas, and at other NASA operating locations that may be determined subsequent to contract award.

The performance period of the contract is a five-year base period, from October 1, 2016 through September 30, 2021, with no additional option periods. A 60-day phase-in period is planned. The contract has been assigned the North American Industry Classification System code 541611, Administrative Management and General Management Consulting Services, with a Small Business Administration-designated small business size standard of \$15 million. The IDIQ guaranteed minimum to be ordered under BMS is \$50,000, and the maximum not-to-exceed (NTE) amount for all Task Orders to be issued under the contract is \$42 million for the five-year period of performance.

The BMS contract combines the efforts from the following three contracts, in accordance with JSC's Strategic Acquisition Forecast Evaluation (SAFE) initiative, which was designed to reduce acquisition redundancy and/or better utilize resources:

- Financial Business Management Services (FBMS), Contract Number NNJ12JB33B; supports JSC Office of the Chief Financial Officer
- Procurement Support Contract (PSC), Contract Number NNJ11JA02B; supports JSC Office of Procurement
- JSC Office of Procurement Support (JOPS), Contract Number NNJ13RA29Z; supports JSC Office of Procurement

On August 6, 2015, a Request for Information/Sources Sought Synopsis was posted to the BMS website, in order to identify potential sources and to determine the appropriate set-aside decision,

which ultimately resulted in designation of the contract as an 8(a) small business set-aside. Three updates to the Sources Sought Synopsis were posted by September 15, 2015. Virtual Industry Day charts were presented by teleconference on September 15, 2015. Individual one-on-one meetings and teleconferences with potential offerors were held September 15-18, 2015. Draft Sections 4, 5 and 6 of the Request For Proposals (RFP) were posted on October 20, 2015. The Pre-Proposal Conference Bulletin was posted on October 28, 2015. The RFP NNJ15554115R was issued on November 13, 2015, with proposals due on December 18, 2015 at 1:30 p.m. CST. RFP Amendment 1 was posted on November 17, 2015, and included responses to offerors' questions regarding the Draft RFP Sections 4, 5 and 6 and included changes to the RFP. RFP Amendment 2 was posted on December 7, 2015, which included responses to offerors' questions regarding the RFP and changes to the RFP. RFP Amendment 3 was posted on December 10, 2015 which was to amend the RFP.

### **EVALUATION PROCEDURES**

Proposals were evaluated in accordance with the RFP.

An initial evaluation was performed to determine if proposals were unacceptable. No proposals were determined "Unacceptable" in the initial evaluation in accordance with NFS 1815.305-70, "Identification of Unacceptable Proposals."

In accordance with the RFP, the Technical Acceptability factor was evaluated first.

**Technical Acceptability** was assessed with ratings of "Acceptable," "Potentially Acceptable" or "Unacceptable," in accordance with Section 6.2.1 of the RFP. For Technical Acceptability, Offerors were required to be rated "Acceptable" or "Potentially Acceptable" in order to continue the evaluation process. The three Technical Acceptability Subfactors consisted of the Management Approach (consisting of the Management and Staffing Plan and the Total Compensation Templates), the Technical Understanding responses to two scenarios (Scenario A involved a competitive procurement, and Scenario B involved resource management), and the Phase-In Plan.

Each "Acceptable" and "Potentially Acceptable" proposal was assigned a **Past Performance** confidence level rating based on the SLPT's evaluation of each Offeror's recent and relevant past performance, in accordance with Section 6.2.2 of the RFP. The past performance of the proposed Program Manager was also evaluated.

Descriptions of the three past performance aspects that were taken into consideration are stated below:

**Recency**: Only contract period of performances within 3 years from the date of the BMS original solicitation will be considered in the past performance evaluation. Within this 3 year period, more recent performance will receive greater consideration in the performance confidence assessment than those with more distant performance, assuming all other considerations to be equal. If the contract is still ongoing, it must have a documented performance history. The Government will not consider performance on any contract that has no documented performance history.

**Relevancy:** If the contract is deemed recent, the Government will then determine the degree of relevance - i.e., level of pertinence - of the contract based on size, content, and complexity. The term “content” considers the contract’s scope of services, work, requirements, in comparison to the requirements of this solicitation. The term “complexity” considers items such as contract type, experience with special terms and conditions and/or context of performance in comparison to the performance environment outlined in this solicitation.

For purposes of this procurement, relevance will be assessed using the following definitions:

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| Very Relevant:     | Present/past performance effort involved essentially the same content, complexity, and size of effort this solicitation requires.    |
| Relevant:          | Present/past performance effort involved much of the content, complexity, and size of effort this solicitation requires.             |
| Somewhat Relevant: | Present/past performance contractual effort involved some of the content, complexity, and size of effort this solicitation requires. |
| Not Relevant:      | Present/past performance effort involved little or none of the content, complexity, and size of effort this solicitation requires.   |

This evaluation will consider what the corporate parent, affiliate, or other organizational entities (division(s), business units, segments) are responsible for and/or proposing to do on the BMS effort and the specific resources (workforce, management, facilities, or other resources) to be employed and relied upon, such that the corporate parent, affiliate, or other organizational entity will have meaningful involvement in contract performance, in determining relevance. Offerors with past performance as part of a joint venture will be evaluated on the entirety of the work performed by the joint venture.

**Performance:** The Government will assess the performance quality, schedule adherence, cost control, and safety performance of the contracts which are considered to be recent and relevant (how well the contractor performed on the contracts). The quality assessment consists of an in-depth evaluation of all past performance information available, regardless of its source. The quality assessment may result in positive or adverse findings. The Government will consider the number and severity of problems, the effectiveness of corrective actions taken that have resulted in sustained improvements, and the overall record of past performance. This assessment will lead the Government to determine the quality of performance as either Excellent, Very Good, Satisfactory, Marginal, or Poor/Unsatisfactory.

The past performance of a major subcontractor will be compared to the work proposed to be performed by that subcontractor, and weighted accordingly in assigning the overall past performance adjectival rating to the offeror. The past performance of the prime contractor will be weighted more heavily than any major subcontractor or combination of major subcontractors in the overall past performance evaluation. The proposed past performance effort of the program manager will receive less consideration in the performance

confidence assessment than the proposed past performance effort of the same recency, relevance, and performance quality of that offered by a prime or subcontractor.

In accordance with the RFP, the Government used past performance information from proposal data required by provisions of Section 5, information obtained by the SLPT based on communications with listed references, as well as data independently obtained from other government and commercial sources, such as the Past Performance Information Retrieval System and similar systems of other governmental departments and agencies, Defense Contract Management Agency (DCMA) channels, interviews with client program managers and contracting officers, and other sources known to the Government, including commercial sources. Offerors are to note that, in conducting this assessment, the Government reserves the right to use both data provided by the offeror and data obtained from other sources. In accordance with FAR 15.305, for an offeror without a record of relevant past performance or for whom information on past performance is not available, a rating of neutral will be assigned.

After evaluating the Offerors' Past Performance, in accordance with the RFP, the SLPT assigned each proposal one of the following Past Performance Confidence Ratings: "Very High Level of Confidence," "High Level of Confidence," "Moderate Level of Confidence," "Low Level of Confidence," "Very Low Level of Confidence" or "Neutral."

The Government performed price reasonableness analysis and price realism analysis of all proposals that were determined to be "Acceptable" or "Potentially Acceptable". The Government reviewed proposed rates and prices to determine if they were realistic. Unrealistically low prices may demonstrate a lack of understanding of the Government's requirements, thus representing a high-risk approach to contract performance. The Government considered the results of such an analysis in evaluating an offeror's proposal. Additionally, each Offeror's proposed overall prices for the sum of all contract years (excluding phase-in) was analyzed. The Government performed price reasonableness analysis of each Offeror's proposed phase-in cost, although the phase-in price was not a discriminator for selection purposes.

RFP Section 6.2 states, in part:

The Government may elect to establish a competitive range and conduct discussions. Although an Offeror may receive a rating of "Potentially Acceptable", it does not guarantee that discussions will be held, or that the offeror will be automatically included in the competitive range, if discussions are held. Discussions, if held, will only be held with the *most highly rated Offerors*.

RFP Section 6.2 also states, in part:

**For those Offerors who are determined to be "Acceptable" under the Technical Acceptability Factor, tradeoffs will be made between Past Performance, and Price. Past Performance is significantly more important than Price.**

The Government will award to the offeror whose proposal offers the best overall value to the Government that meets all solicitation requirements and is determined responsible in

accordance with FAR 9.104, Standards. Further, the Subcontracting Arrangement Information (SAI) and the OCI information will also be used to determine eligibility for award.

### **EVALUATION OF PROPOSALS**

Eight Offerors submitted proposals on time in response to the RFP. No late proposals were received. The firms that submitted proposals are listed below (in alphabetical order):

- 1) Adventus Technologies, Inc. (Adventus)
- 2) Key Management Partners, Inc. (KMP)
- 3) Logical Innovations, Inc. (Logical)
- 4) P3 Innovation, LLC (P3)
- 5) Parra Consulting Group, Inc. (PCG)
- 6) Reveal Global Consulting, LLC (RGC)
- 7) Tuba Group, Inc. (Tuba)
- 8) Wichita Tribal Enterprises, LLC (WTE)

None of the Offerors took exception to the RFP requirements. All proposals were evaluated in accordance with the RFP.

#### **Technical Acceptability**

During the initial evaluation, the SLPT assigned the following ratings for Technical Acceptability:

<b>Offeror</b>	<b>Subfactor A: Management Approach</b>	<b>Subfactor B: Technical Understanding</b>	<b>Subfactor C: Phase-In Plan</b>	<b>Overall Technical Acceptability Rating</b>
<b>Adventus</b>	Acceptable	Unacceptable	Acceptable	<b>Unacceptable</b>
<b>KMP</b>	Unacceptable	Acceptable	Unacceptable	<b>Unacceptable</b>
<b>Logical</b>	Acceptable	Acceptable	Acceptable	<b>Acceptable</b>
<b>P3</b>	Potentially Acceptable	Acceptable	Acceptable	<b>Potentially Acceptable</b>
<b>PCG</b>	Unacceptable	Acceptable	Acceptable	<b>Unacceptable</b>
<b>RGC</b>	Potentially Acceptable	Acceptable	Potentially Acceptable	<b>Potentially Acceptable</b>

<b>Tuba</b>	Acceptable	Acceptable	Potentially Acceptable	<b>Potentially Acceptable</b>
<b>WTE</b>	Acceptable	Acceptable	Potentially Acceptable	<b>Potentially Acceptable</b>

Of the eight proposals received, the proposals from Key Management Partners, Inc., Adventus Technologies, Inc., and Parra Consulting Group, Inc. were all rated “Unacceptable” for Technical Acceptability. As a result, no further evaluations were conducted on these three proposals. The SLPT then evaluated Past Performance and Price on those proposals rated “Acceptable” or “Potentially Acceptable,” which were Logical, P3, RGC, Tuba and WTE.

### **Past Performance**

#### **Logical**

The SLPT evaluated past performance information for Logical, and for its proposed Program Manager (PM). Past Performance information for Logical’s one subcontractor, Booz Allen Hamilton, was not evaluated, since Booz Allen Hamilton did not satisfy the RFP requirement for consideration as a Major Subcontractor.

All of Logical’s past performance contracts were found to be recent. Overall, the SLPT found the past performance of Logical, the prime contractor, to be “Very Relevant” to the work to be performed in the BMS solicitation.

The past performance of the proposed PM was determined to be “Somewhat Relevant” to the BMS requirements. While the PM’s past performance was very relevant in regards to contract size, the prior contract’s scope of work involved content that was not similar to that of BMS.

While the “Somewhat Relevant” overall rating for the Program Manager had a diminishing effect on Logical’s overall rating, it did not warrant downgrading relevancy below the “Very Relevant” rating given the lower importance of the PM’s past performance as compared to that of the prime contractor or subcontractors, as detailed in RFP Section 6.2.2.

Logical’s performance ratings for each of its three past performance contracts were rated as predominantly “Excellent.” Survey results for the proposed PM were predominantly “Excellent.” Logical’s Safety rating was determined to be “Very High.”

Based on the Logical’s overall “Very Relevant” rating and given their performance rating of Excellent, the SLPT assigned a Past Performance Confidence Rating of “Very High Level of Confidence” to Logical.

#### **P3**

The P3 team is a Joint Venture, consisting of Applied Development (Managing Partner), Thomas and Herbert Consulting and 4W Solutions, as well as two minor subcontractors. Past performance was evaluated for all three companies in the Joint Venture, as well as for the proposed PM.

All past performance contracts for all three companies in the Joint Venture were found to be recent. Overall, the SLPT found the P3 past performance to be “Somewhat Relevant” to the work to be performed in the BMS solicitation.

The SLPT found Applied Development’s past performance to be “Not Relevant.” The contract values and level of past support were considered to represent “little” of the size of the BMS or what Applied Development was being proposed to perform. Also, little to none of the content of their past performance contracts was representative of the primary SOW areas which Applied Development was being proposed to perform for BMS.

The SLPT found Thomas and Herbert Consulting’s past performance to be “Not Relevant.” Little to none of the content of their past performance contracts was representative of the work they were proposing to be responsible for on BMS.

The SLPT found 4W Solutions’ past performance to be “Very Relevant.” Although their past performance on the JSC Office of Procurement Support (OPS) contract and the JSC Office of Procurement Support (JOPS) contracts was at a lower FTE level than what was proposed for BMS, their combined past performance on these contracts was considered very relevant in content and complexity to BMS.

The PM’s past performance was rated as “Somewhat Relevant.” Although the size of the past performance contracts was very relevant to BMS, the scope and complexity were not similar to BMS.

The performance ratings for the past performance contracts for 4W and the PM were rated as predominantly “Excellent.” Neither Applied Development nor Thomas and Herbert’s performance were considered because of their “Not Relevant” ratings. P3’s Safety rating was determined to be “Very Low,” since they did not supply several of the requested safety and health items. Overall, P3’s performance rating was assessed as “Very Good.”

Based on the P3 Team’s “Somewhat Relevant” rating and given their performance rating of “Very Good,” the SLPT assigned a Past Performance Confidence Rating of “Low Level of Confidence” to P3.

### RGC

The SLPT evaluated past performance information for the prime contractor, Reveal, for its Major Subcontractor, TISTA, and for its proposed PM.

All of RGC Team’s past performance contracts were found to be recent. Overall, the SLPT found the RGC Team’s past performance to be “Somewhat Relevant” to the work to be performed in the BMS solicitation.

The past performance of Reveal, the prime contractor, was determined to be “Not Relevant.” Although Reveal proposed to contribute the bulk of the resource/assessment analyst support for

BMS, their past performance only involved one resource/assessment analyst between their two past performance contracts.

The SLPT found TISTA's past performance to be "Relevant." Although TISTA was proposing to provide ten contract specialists for BMS, they only had three contract specialists across their past performance contracts. TISTA has very relevant experience for the other areas of the SOW for which it is responsible, with the exception of the areas of Contract Pre-Award/Post-Award and Bankcard.

Following the receipt of proposals, the SLPT learned that RGC's proposed PM would not be available to support the BMS contract. As a result, RGC's proposed PM was assigned a past performance rating of "Not Relevant."

Given that Reveal (prime contractor) and the Program Manager were considered "Not Relevant," their performance was not considered, and the Performance evaluation was limited to TISTA only. TISTA's performance ratings for one of their past performance contracts were rated as predominantly "Excellent." No feedback was received for TISTA's second past performance contract, despite several attempts to reach the provided point of contact. RGC's Safety rating was determined to be "Very Low," since they did not supply several of the requested safety and health items. RGC's overall Performance rating was assessed as "Very Good."

Based on the RGC Team's "Somewhat Relevant" rating and given their performance rating of "Very Good," the SLPT assigned a Past Performance Confidence Rating of "Low Level of Confidence" to RGC.

### Tuba

The SLPT evaluated past performance information for the prime contractor, Tuba, and for its proposed PM.

Past Performance information for Tuba's proposed Major Subcontractor, Brandan Enterprises Inc. (BEI), was not evaluated, since BEI did not satisfy the RFP requirement for consideration as a Major Subcontractor.

All of Tuba's past performance contracts were found to be recent. Overall, the SLPT found the Tuba past performance to be "Somewhat Relevant" to the work to be performed in the BMS solicitation.

The past performance of Tuba, the prime contractor, was determined to be "Somewhat Relevant" to the BMS Statement of Work (SOW) requirements. Although Tuba proposed to contribute 24 resource/assessment analysts for BMS, their past performance only involved 9 resource/assessment analysts between their two past performance contracts. Also, Tuba proposed to perform contracting functions for BMS, but provided no past performance for these areas.

The past performance of the proposed PM was determined to be "Relevant" to the BMS requirements. Although she lacks past performance as a PM, her past leadership roles in



business/resource management for JSC provide her with a level of experience that is sufficiently equivalent in content to the program manager's duties for the FBMS contract.

Tuba's performance ratings for their past performance contracts were rated as predominantly "Excellent." Survey results for their proposed PM were "Excellent." Tuba's Safety rating was determined to be "Low," since they did not supply some of the requested safety and health items. Overall, Tuba's performance rating was assessed as "Very Good."

Based on Team Tuba's "Somewhat Revelant" rating and given their performance rating of "Very Good," their past performance is assessed at a "Low Level of Confidence."

#### WTE

The SLPT evaluated past performance information for WTE, and for its proposed Program Manager (PM). Past Performance information for WTE's proposed subcontractor, Anadarko Industries, was not evaluated, since Anadarko did not satisfy the RFP requirement for consideration as a Major Subcontractor.

All of WTE's past performance contracts were found to be recent. Overall, the SLPT found the WTE past performance to be "Relevant" to the work to be performed in the BMS solicitation.

The past performance of WTE, the prime contractor, was determined to be "Very Relevant" to the BMS Statement of Work (SOW) requirements. All three of their past performance contracts were considered very relevant to the work for which they proposed to be primarily responsible.

Given that Anadarko did not qualify as a Major Subcontractor, the procurement/contracting portions of the SOW were not supported for past performance evaluation purposes.

Following the receipt of proposals, the SLPT learned that WTE's proposed PM would not be available to support the BMS contract. As a result, WTE's proposed PM was assigned a past performance rating of "Not Relevant."

WTE's performance ratings for their past performance contracts were rated as predominantly "Excellent." This "Excellent" rating only applied to the WTE efforts, as the PM was considered "Not Relevant" and no other contribution was offered by a Prime Contractor. WTE's Safety rating was determined to be "Moderate."

Based on the WTE Team's "Relevant" rating and given their performance rating of "Excellent," the SLPT assigned a Past Performance Confidence Rating of "Moderate Level of Confidence" to WTE.

## **Price**

### **Logical**

The price and price elements were evaluated per the RFP and the price was determined to be reasonable and realistic. The Phase-in Price was determined to be reasonable.

### **P3**

The price and price elements were evaluated per the RFP and the price was determined to be reasonable and realistic. The Phase-in Price was determined to be reasonable.

### **RGC**

The price and price elements were evaluated per the RFP and the price was determined to be reasonable and realistic. The Phase-in Price was determined to be reasonable.

### **Tuba**

The price and price elements were evaluated per the RFP and the price was determined to be reasonable and realistic. The Phase-in Price was determined to be reasonable.

### **WTE**

The price and price elements were evaluated per the RFP and the price was determined to be reasonable and realistic. The Phase-in Price was determined to be reasonable.

## **Competitive Range Determination**

Based on the SLPT's initial evaluation of proposals, on March 23, 2016, I concurred with the Contracting Officer's determination that it was in the Government's best interest to include Logical and WTE in the competitive range. The SLPT engaged in written discussions with the two Offerors remaining in the competitive range.

## **Discussions and Evaluation of Final Proposal Revisions**

Logical and WTE were informed of their inclusion in the competitive range on March 24, 2016. At the conclusion of discussions, both Offerors were given an opportunity to submit final proposal revisions (FPRs) and signed model contracts that would reflect their intent to be contractually bound. The SLPT received FPRs from both Offerors by the delivery due date of April 14, 2016.

After evaluating both Offerors' FPRs, the SLPT rated the proposals submitted by Logical and WTE as Technically "Acceptable":

Offeror	Subfactor A: Management Approach	Subfactor B: Technical Understanding	Subfactor C: Phase-In Plan	Overall Technical Acceptability Rating
Logical	Acceptable	Acceptable	Acceptable	Acceptable
WTE	Acceptable	Acceptable	Acceptable	Acceptable

The SLPT also assessed a past performance level of confidence for each Offeror.

Logical's past performance information had not changed in their FPR. Based on their evaluation of Logical's FPR, the SLPT assigned a **Very High Level of Confidence rating to Logical's past performance.**

The past performance of WTE, the prime contractor, was found to be "Very Relevant." This rating was unchanged from their original rating.

In their FPR, WTE's subcontractor, Anadarko Industries, met the RFP past performance evaluation requirement for consideration as a Major Subcontractor. Anadarko's past performance was determined to be "Relevant." Anadarko proposed to provide all of the procurement/contracting support and data analysts, and a portion of the accounting support, for BMS. Their combined past performance was equivalent in content to the procurement/contracting support and data analysts portions of the SOW, but did not include any accounting support.

The past performance of WTE's newly proposed PM was found to be "Somewhat Relevant." The proposed PM had only two months of past performance experience as a PM. The proposed PM's technical past experience was equivalent in content to the resource/assessment analyst portion of the SOW, but had little to none of the content for the accounting or procurement/contracting portions of the SOW.

While the "Relevant" rating for Anadarko and the "Somewhat Relevant" rating for the Program Manager had a diminishing effect on the overall WTE Team's rating, it did not warrant downgrading relevancy below the "Very Relevant" rating, given the relative importance of these inputs as detailed in the RFP. The WTE Team's overall past performance was found to be "Very Relevant" to the work to be performed for BMS.

WTE's and Anadarko's performance ratings for their past contracts were rated as predominantly "Excellent." The proposed PM's experience as a PM was deemed too recent for an evaluation of her performance in that role to be undertaken. Based on the quality of her technical performance only, her performance rating was assessed as "Excellent." The WTE Team's Safety rating was assessed as "High."

Based on their evaluation of WTE's FPR, as well as data independently obtained from other government and commercial sources, the SLPT assigned a "Very High Level of Confidence" rating to the WTE Team's past performance.

The SLPT also evaluated the proposed price for each proposal in accordance with the RFP. The SLPT found that the prices proposed by Logical and WTE in their FPRs were fair and reasonable for the work to be performed. Excluding phase-in costs, Logical's proposed price in their FPR was about \$25.7 million, and represented a reduction of about 4% from their original proposed price. Excluding phase-in costs, WTE's proposed price in their FPR was about \$24.2 million, and represented a reduction of about 3% from their original proposed price. The two Offerors' prices proposed in their FPRs were within approximately 6% of one another.

### **SELECTION DECISION**

The SLPT presented and discussed with me its evaluation for each Offeror's proposal, including: the results of the various components of its evaluation of Offerors; the breakdown of the Offerors' Price proposals; and the issues that were covered with both Offerors during discussions and addressed by the Offerors in their FPRs.

The SLPT presented the results of its Technical Acceptability Assessment, including its evaluation of Offerors' Management Approach, Technical Understanding, and Phase-In Plan. I agreed with the SLPT that each Offeror provided a Management Approach, Technical Understanding, and Phase-In Plan at a level of reasonableness, feasibility, and completeness, such that any associated risks would not jeopardize an acceptable level of contract performance. Consequently, I agreed with the SLPT that Logical and WTE, the two Offerors included in the competitive range, had properly received Technical Acceptability Ratings that were "Acceptable."

I then assessed the relative value provided by Logical and WTE's Past Performance. In doing so, I reviewed the SLPT's documentation of its evaluation of both Offerors under the Past Performance Factor and listened to the SLPT's results as they were presented to me. I found that the results of the SLPT's Past Performance evaluation were detailed, consistent with the evaluation criteria set forth in the RFP, and provided explanations as to the basis for its evaluation conclusions. I also questioned the SLPT with regard to key aspects of its evaluation methodology under the Past Performance Factor, as well as its rationale for its component ratings and Overall Confidence Ratings for both Offerors. I also discussed with the SLPT in significant detail its evaluation of each Offeror's proposed Program Manager's past performance.

Additionally, during the SLPT's May 4, 2016 presentation, I thoroughly questioned the SLPT as to the type of relevant experience each Offeror had in comparison to the components of the SOW that each Offeror (or, where applicable, each Offeror's major subcontractor) was proposing to perform on the contract. I also inquired at length as to degree to which this past experience provided an indicator of how well each Offeror would be expected to perform the aspect (or aspects) of the work for which they proposed to perform.

I determined that the results of the evaluation presented by the SLPT, as documented in the Past Performance Evaluation Worksheets, the Price Evaluation materials, and the SLPT's presentation

to me, were all reasonable and valid for purposes of making my source selection decision. I then analyzed more closely these evaluation conclusions in an effort to determine material discriminators between the Offerors and which Offeror provided the best value to the Government. In doing so, I recognized that: 1) the RFP obligates me to make tradeoffs between Offerors' Past Performance and Price; and 2) the RFP states that Past Performance is significantly more important than Price for purposes of the tradeoff analysis. I applied these principles in making my selection decision.

### **Past Performance Factor**

The SLPT's evaluation of proposals (Volume II) under the Past Performance Factor resulted in both Logical and WTE receiving overall ratings of "Very High Level of Confidence." I endeavored to understand the SLPT's basis for both Offerors' ratings (both overall and for each of the aspects required for consideration under the Past Performance Factor) in an effort to determine whether discriminators existed between the Offerors.

The SLPT explained that it was required to consider three aspects (recency, relevancy, and performance) when determining each Offeror's past performance confidence rating. In undertaking its evaluation, the SLPT was to consider: past performance information from proposal data (to include past performance information regarding the Offerors' proposed Program Managers); information obtained from listed references; and any other information independently obtained from commercial and government sources.

With regard to recency, the SLPT was required to consider only contracts with periods of performance within three (3) years of the date of the BMS original solicitation, and was required to regard more recent performance within this period with greater consideration than it would for more distant performance.

The SLPT explained that both Logical and WTE had demonstrated applicable past performance contract references with periods of performance within the three (3) year recency timeline. However, the SLPT did note that on one of the past performance references for WTE's proposed Major Subcontractor, the Subcontractor had more recently decreased its resources providing certain procurement-related services which it was proposed to perform on the BMS SOW. The SLPT explained that it had considered WTE's Major Subcontractor's more recent performance (at a diminished capacity) to be of more weight than its less recent initial performance when undertaking its overall confidence assessment for WTE. I agreed with these conclusions as to both Offerors.

With regard to relevancy, the SLPT was required to consider what entity was actually responsible for and/or proposed to do which areas of the BMS SOW and the specific resources relied upon from that entity in doing so. The SLPT explained that, pursuant to the RFP, the past performance of any of the various types of services required under the SOW by the prime contractor was to receive more weighted consideration than the performance of any major subcontractor (or a combination of major subcontractors) when determining the overall past performance of the Offeror. Finally, the SLPT explained that in accordance with the RFP, the past performance of the Offerors' proposed Program Managers was to receive less consideration in the overall performance

confidence assessment than the proposed past performance effort offered by the prime or its proposed subcontractor(s).

With regard to Logical, I discussed the SLPT's evaluation of its past performance efforts and the SLPT's ratings for each effort. I noted that Logical had proposed to perform the overwhelming majority of the BMS SOW. The slight remainder of Resource Management Office and Assessment services that Logical had not proposed to perform were to be accomplished by means of a subcontractor (though not a major subcontractor as defined by the RFP). The SLPT explained that through one of its references, Logical had demonstrated experience on a previous effort involving much of the content, complexity, and size as required by BMS SOW, particularly in the areas of Resource Management, Assessment, and Accounting functions. Through its remaining references, Logical demonstrated experience in the various Procurement and General Business functions required by the SOW. The SLPT explained that even though Logical did not demonstrate experience performing all of the BMS SOW services on a singular effort, when Logical's performance of various SOW services under its individual efforts was combined, in the aggregate, Logical demonstrated experience across all SOW areas. I agreed with this conclusion.

I also questioned the SLPT regarding its evaluation of Logical's proposed Program Manager and the effect of that rating on Logical's past performance evaluation. The SLPT explained that Logical's proposed Program Manager had served at length successfully and proactively in the role as Deputy Program Manager on another large-scale NASA-JSC contract, which was clearly very comparable to BMS in terms of size and complexity. However, the SLPT explained that even though the contract under which the Program Manager served did involve selected government financial activities and occasional resource management issues, these were not the core activities of the contract. Therefore, the content of the contract was found to be not similar to the BMS SOW. Based upon this assessment, the SLPT found Logical's proposed Program Manager to be "Somewhat Relevant." I agreed with this conclusion.

The SLPT explained that when the totality of the information was assessed, including Logical's demonstrated past performance experience across all SOW areas, combined with Logical's proposed Program Manager past performance, an overall "Very Relevant" rating was warranted for Logical, especially because Logical had proposed to do essentially all of the BMS work. I inquired whether the SLPT's evaluation conclusion regarding Logical's proposed Program Manager's "Somewhat Relevant" rating warranted a downgrading of Logical's overall relevancy rating. The SLPT informed me that it did not. I agreed with this conclusion.

Taking into consideration all of the information provided to me by the SLPT, I understood and accepted its rationale and its basis for assignment of Logical's overall relevancy rating of "Very Relevant."

The SLPT explained that with regard to its consideration of Logical under the "performance" aspect of the past performance evaluation, the information the SLPT reviewed for Logical's references indicated predominantly excellent quality of performance, as well as a very high safety rating. Finally, the SLPT considered the predominately excellent ratings for Logical's proposed

Program Manager. Based upon all of this performance data, the SLPT concluded that Logical warranted an overall performance rating of “Excellent.” I agreed with this conclusion.

The SLPT explained that after its integrated consideration of all of Logical’s past performance information against the three aspects described above, including its proposed Program Manager’s past performance, that Logical was assessed at a “Very High Level of Confidence.”

I accepted the SLPT’s evaluation of Logical and concurred with its overall confidence rating of “Very High Level of Confidence.”

With regard to WTE, I likewise discussed the SLPT’s evaluation of its past performance efforts and the SLPT’s ratings for each effort. I noted that a key difference between Logical and WTE’s proposal was that WTE had proposed to subcontract a significant portion of the scope of the BMS SOW. In particular, WTE proposed to perform the Resources Management and Assessment Functions, and the Accounting Function, while its Major Subcontractor would be responsible for performing the remainder of the BMS services. The SLPT explained that WTE had demonstrated substantial experience performing the same components of the BMS SOW for which it was proposing to be responsible and warranted individual “Very Relevant” ratings for these contract references and an overall “Very Relevant” rating. However, the SLPT explained that WTE’s Major Subcontractor had only performed efforts involving some of the content, complexity, and size of the portions of the BMS SOW that the Major Subcontractor was proposed to perform, which supported “Somewhat Relevant” ratings for these contract references. According to the SLPT, when WTE’s Major Subcontractor’s references were combined, the Subcontractor had previously performed many of the same types of BMS services for which it was proposed to accomplish. As such, the SLPT concluded that WTE’s Major Subcontractor warranted an overall “Relevant” rating. I agreed with this conclusion.

I also questioned the SLPT regarding its evaluation of WTE’s proposed Program Manager and the effect of that rating on WTE’s overall past performance evaluation. The SLPT informed me that due to its previous proposed Program Manager’s unavailability, WTE had proposed another Program Manager in its FPR. The SLPT explained to me that WTE’s proposed Program Manager had no prior program management experience at the time of proposal submission, and had only performed in this role for a two month period (and that this period being after proposals were due). Thus, the SLPT found her program management experience to be negligible. However, according to the SLPT, WTE’s Program Manager had demonstrated significant technical experience performing resource management activities – a key aspect of the BMS SOW. This indicated that WTE’s Program Manager would be knowledgeable about certain areas of the BMS SOW, which would increase her likelihood of successful management of the contract. The SLPT explained that it had concluded that she warranted a “Somewhat Relevant” rating based upon her technical experience. I agreed with this conclusion.

The SLPT explained that when the totality of the information was assessed, including its assessment of WTE’s prior experience in certain SOW areas, combined with the aggregate experience of its Major Subcontractor, and factoring in its evaluation of WTE’s proposed Program Manager, an overall “Very Relevant” rating for WTE was warranted. I inquired whether the

SLPT's evaluation conclusion regarding WTE's proposed Program Manager's "Somewhat Relevant" rating warranted a downgrading of WTE's overall relevancy rating. The SLPT informed me that it did not. I agreed with this conclusion.

Taking into consideration all of the information provided to me by the SLPT, I understood and accepted its rationale and its basis for assignment of WTE's overall relevancy rating of "Very Relevant."

When I inquired, the SLPT informed me that WTE's proposed Program Manager did not warrant a degradation of its overall Very Relevant rating. Taking into consideration all of the information provided to me by the SLPT, I agreed with this conclusion.

I inquired as to the SLPT's evaluation of WTE under the performance aspect of the past performance evaluation. The SLPT explained that it had considered the information the SLPT reviewed for WTE's (and its Major Subcontractor's) references, which indicated predominantly excellent quality of performance (notwithstanding the presence of some satisfactory ratings related to hiring, maintenance, and workforce management on one of its references), as well as a very high safety rating. Finally, the SLPT considered the quality of WTE's proposed Program Manager's performance (though not as a Program Manager) and assessed it as excellent based upon her technical performance only. Based upon all of this performance data, the SLPT concluded that WTE warranted an overall performance rating of "Excellent." I agreed with this conclusion.

The SLPT explained that after its integrated consideration of all of WTE's past performance information (as well as that of its Major Subcontractor and proposed Program Manager) against the three aspects, as well as the proposed Program Manager's past performance, that WTE was assessed at a "Very High Level of Confidence."

I accepted the SLPT's evaluation of WTE and concurred with its overall confidence rating of "Very High Level of Confidence."

Considering the entirety of the information provided by both Offerors, the SLPT's record of evaluation, my independent knowledge, and my lengthy discussion with the SLPT at the presentation meeting on May 4, 2016, I note my complete confidence that both Logical and WTE could perform the work required by the BMS SOW.

However, notwithstanding the fact that both Logical and WTE received identical Very High overall confidence ratings, I do find several material discriminators exist which differentiate these two Offerors.

First, even though Logical and WTE received overall Very Relevant past performance ratings, in the aggregate, Logical has experience in all of the BMS SOW areas that it is proposing to perform as the prime contractor. On the other hand, WTE has demonstrated very relevant experience, but only for the BMS SOW areas it proposed to be responsible for performing. WTE must rely upon and effectively manage its Major Subcontractor in order to perform the remainder of the SOW requirements. It also bears reiterating that on one of its contract references, WTE's Major Subcontractor had more recently reduced its resource allocation for the same types of services that it had been proposed to perform under BMS. In consideration of the fact that the RFP weighs the



prime contractor experience more heavily than that of any major subcontractor, I find that based upon Logical's experience in essentially all of the BMS SOW areas, there is added value in Logical's experience, which gives it an advantage over WTE.

Second, notwithstanding the fact that both Logical and WTE received Somewhat Relevant ratings for their respective Program Managers, I find a discriminator exists as between Logical's documented wealth of effective program management experience and WTE's relatively little program management experience. While I do note the value in WTE's Program Manager's technical background in certain BMS SOW areas, I find that this difference in amount of program management experience between Logical's and WTE's Program Managers distinguishes Logical's proposal and gives Logical an advantage over WTE. I also acknowledged, as discussed in my assessment of the results of the Offerors under the Price Factor below, that the compensation package for Logical's Program Manager was more in line with the program management experience level required for this procurement. This procurement combines three separate contracts and functions across two business organizations into one contract and will require a Program Manager with experience in managing this complex transition and the capability to balance all functions required on this contract. While I fully acknowledge the RFP's statement that the Offerors' Program Manager experience would receive less consideration when developing each Offeror's overall confidence rating, I also ascribe more value to Logical's Program Manager experience than to WTE's Program Manager experience. In particular, even though Logical's Program Manager has not performed in this role on contracts which directly cover the same content as the BMS SOW, her experience on a complex, high dollar value contract is important, particularly because the BMS procurement represents a combining of three previous efforts across two business organizations into one omnibus effort. As such, effective program management will be integral to the success of this transition. I find that technical expertise in certain BMS SOW areas of less importance than a strong record of project management experience exhibited by Logical's Program Manager. Finally, the different work responsibility arrangements proposed by the Offerors further underscore this discriminator because, unlike Logical, WTE's Program Manager will be more critical being required to manage not only its own performance, but also that of its Major Subcontractor which will perform a significant portion of the BMS SOW. This arrangement could reasonably prove to be a more significant managerial undertaking for WTE's nascent Program Manager without a strong record of program management experience on complex contract matters. Based upon these discriminators, combined with Logical's overall quality of performance, I have more confidence in Logical's past performance than in WTE's past performance, which is a significant indicator of how well Logical can be expected to perform the work at hand.

### **Price Factor**

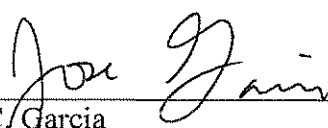
In assessing the evaluation of Offerors' proposals (Volume III) under the Price Factor, I independently reviewed the SLPT's evaluation record, and agreed with the SLPT's evaluation conclusions. In particular, I concurred that both Logical and WTE proposed prices which were reasonable and realistic.

I note that an approximately \$1.5M difference over the life of the contract exists between Logical's and WTE's proposed Prices (a roughly 6% difference between the two Offerors). This gives WTE a nominal price advantage over Logical, an advantage which I recognize. During the selection briefing, I inquired as to the drivers for the Offerors' price differences. The SLPT informed me that the most significant component of the difference between Logical's price premium and WTE's lower price arose from the labor rates and compensation associated with each Offeror's proposed Program Manager. I understood this, given the difference in the managerial experience of the Offerors' respective proposed personnel. In essence, with regard to Logical, the Government would be paying a higher price principally for a more experienced Program Manager.

### **Best Value Tradeoff Analysis and Final Decision**

In accordance with the RFP's instructions, I conducted a tradeoff analysis between the Offerors on the basis of the Past Performance and Price factors, with Past Performance weighted as significantly more important than Price. I meaningfully assessed the above-discussed material discriminators as between Logical and WTE under Past Performance, and factored in the pricing offered by both for their respective performance. Based upon the Offerors' evaluations, I find value in Logical's proposed performance of essentially all of the BMS SOW for which it has demonstrated experience through its various contract references. Though WTE does have substantial experience in some of the SOW areas, it would be heavily reliant upon its Major Subcontractor to perform a significant amount of the work. While its Major Subcontractor had previously performed many of the same types of BMS services, I am reminded that the past performance of the proposed prime contractor is weighted more heavily than a Major Subcontractor. This difference in prime and subcontractor performance experience, when compared to Logical's and WTE's respective areas of responsibility for BMS, combined with the difference in program management levels between Logical's and WTE's proposed Program Managers, gives Logical a material advantage over WTE. I find that the value I ascribe to these advantages warrants paying Logical's slight price premium, especially given the fact that much of that premium exists because of Logical's proposal of an experienced Program Manager. In sum, I find that WTE's price advantage does not outweigh the advantages provided by Logical's higher-priced proposal.

The Contracting Officer has determined that Logical is eligible in accordance with FAR 9.104. Therefore, as a result of this integrated tradeoff assessment, and in accordance with the RFP statement that the Government will award to the Offeror whose proposal offers the best overall value to the Government that meets all solicitation requirements, I find the proposal submitted by Logical is the best value to the Government and select Logical to perform the Business Management Services contract.

  
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Jose C. Garcia  
Source Selection Authority

5-12-16  
Date